

## Chapter 5: Community Design

As the first planned municipality in Arizona, community design has always been central to Clarkdale. The collection of historic commercial, industrial, and residential structures found here is unparalleled in the state, and are an excellent example of early planning and design efforts.

While important, preservation of the built environment is not the sole purpose of the Community Design element. Clarkdale is more than just the buildings and neighborhoods that sit within its boundaries. It is the camaraderie among residents and visitors alike; the appreciation of its historic environs; cherishing the natural beauty of its abundant open spaces, and the sense of place that has evolved over time.

The intent of the Community Design element is to create a framework that will support the growth of the community while protecting the tangible and intangible elements that make Clarkdale the vibrant community that it is. Combining New Urbanist concepts with best practices in historic preservation, community planning, and sustainability will continue the careful and conscientious development of Clarkdale.

At the outset of the General Plan 2012, Clarkdale was recovering from the Great Recession, borne of rampant real estate speculation and loose lending standards. The subsequent real estate and housing crash forced communities to reexamine their approaches to both residential and commercial development. In 2020, the onset of the COVID-19 pandemic and associated quarantines have upended the prototypical work environment. The advent of internet platforms for meetings and remote work have compelled changes to employment and education alike. No longer are employees tied to a physical office; companies are beginning to understand the implications of this new paradigm on workplaces and face-to-face interaction. The long-term ramifications have yet to be determined; however, the implications for a fundamental shift in work-from-home options is undeniable. Tandem to that are the changes to education and the way that it is delivered; from kindergarten to post-graduate work, remote education has become a reality. Whether these changes are permanent, temporary, or somewhere in-between, remote work and education are not likely to cease with the end of the pandemic. This seismic change will likely influence community design and physical development as the configuration of residential homes changes to accommodate the shifts in remote work and education.

### 1. Planning Areas, Focus Area Plans and Specific Area Plans

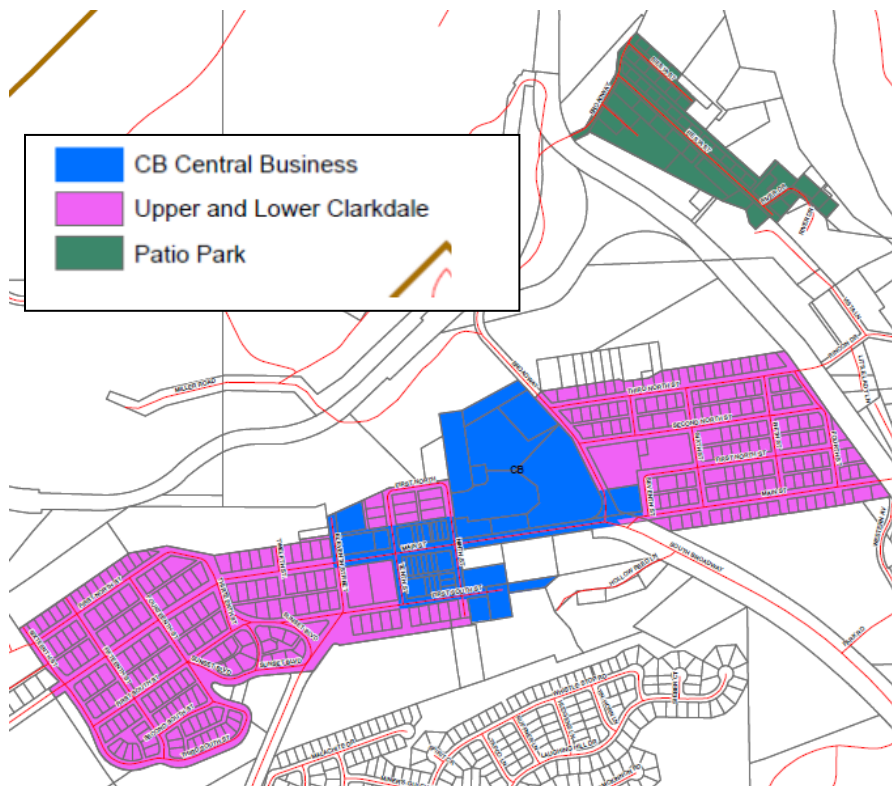
The physical configuration of the Town is constrained by the challenging topography inherent in its location at the foothills of Mingus Mountain. Steep hillsides and active washes create natural separations between the neighborhoods that flank both sides of State Route 89A. This clustering of development has provided a sense of openness that contributes to the Town's sense of place. Each neighborhood has its own history and design; each planning area groups neighborhoods and undeveloped areas together based on natural features as well as efficient and economic development of circulation infrastructure needs.

## 1.1 Planning Areas

### 1.1.1 Historic Clarkdale

Comprised of the historic residential neighborhoods and the downtown area, Historic Clarkdale is the most frequently cited asset of the town. Neighborhood design should focus on the historic configuration of neighborhoods; infill development should reflect historic the historic residential and commercial built environment.

Upper Clarkdale: This neighborhood encompasses approximately 50 acres that overlooks the smelter and railroad operations. Homes in this area were largely constructed between 1914 and 1948 for use by



the upper level managers and employees of the smelter. Houses ranged from 800 to 1,500 square feet in size and offered three (3) to six (6) room brick, stucco, and wood structures.

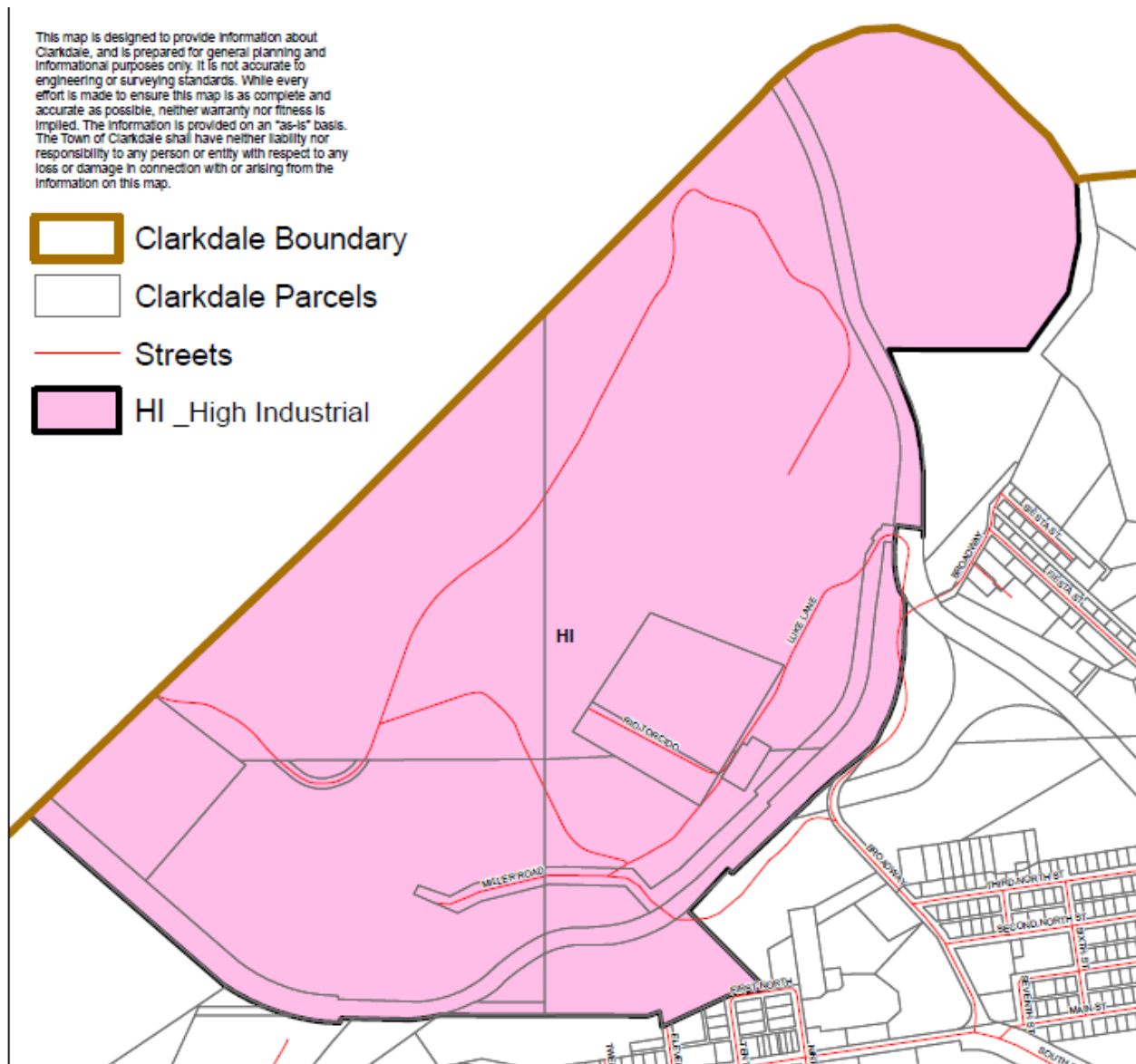
Downtown Clarkdale: In addition to the commercial block along Main Street between North 11<sup>th</sup> Street and Broadway, this neighborhood includes the Clarkdale municipal offices, the US Post office, the Town Square Park and several residential homes. Constructed early in Clarkdale's history, the commercial block located on

North Main Street between North Tenth Street and North Ninth Street provide opportunities for adaptive reuse of the historic structures for retail, restaurant, and other entrepreneurial endeavors.

Lower Clarkdale: Like Upper Clarkdale, the development of this neighborhood parallels that of the growth of the Town. Housing in this area was intended for the non-management employees of the Smelter, and range in size from 840 to 1,000 square feet.

Patio Town: Located closest to the rail yards and smelter buildings, this neighborhood was developed to house the manual laborers employed by the smelter and supporting enterprises. Small, two-room patio homes were developed to accommodate these workers and their families. A total of eleven (11) long, narrow buildings were constructed that housed five (5) patio units each. Scattered small single-family residential structures comprise the remainder of the housing stock in this neighborhood.

Comprised of the historic smelter buildings and railroad yards, the Industrial Park area has long been used for the heaviest mining and mining-related activities. Some smelter-related structures remain, but in varying states of disrepair. The Verde Valley Railroad station and maintenance facilities are housed in the Industrial Park, as are a number of small businesses. The availability of commercial rail service provides opportunities for shipping and distribution not otherwise present in the Verde Valley; the existing line connects to the existing Burlington, Northern, and Santa Fe transcontinental line in Ash Fork. Design elements in this area should reflect the industrial nature of the uses while incorporating materials and finishes typical to such structures.



### 1.1.3 Broadway Corridor:

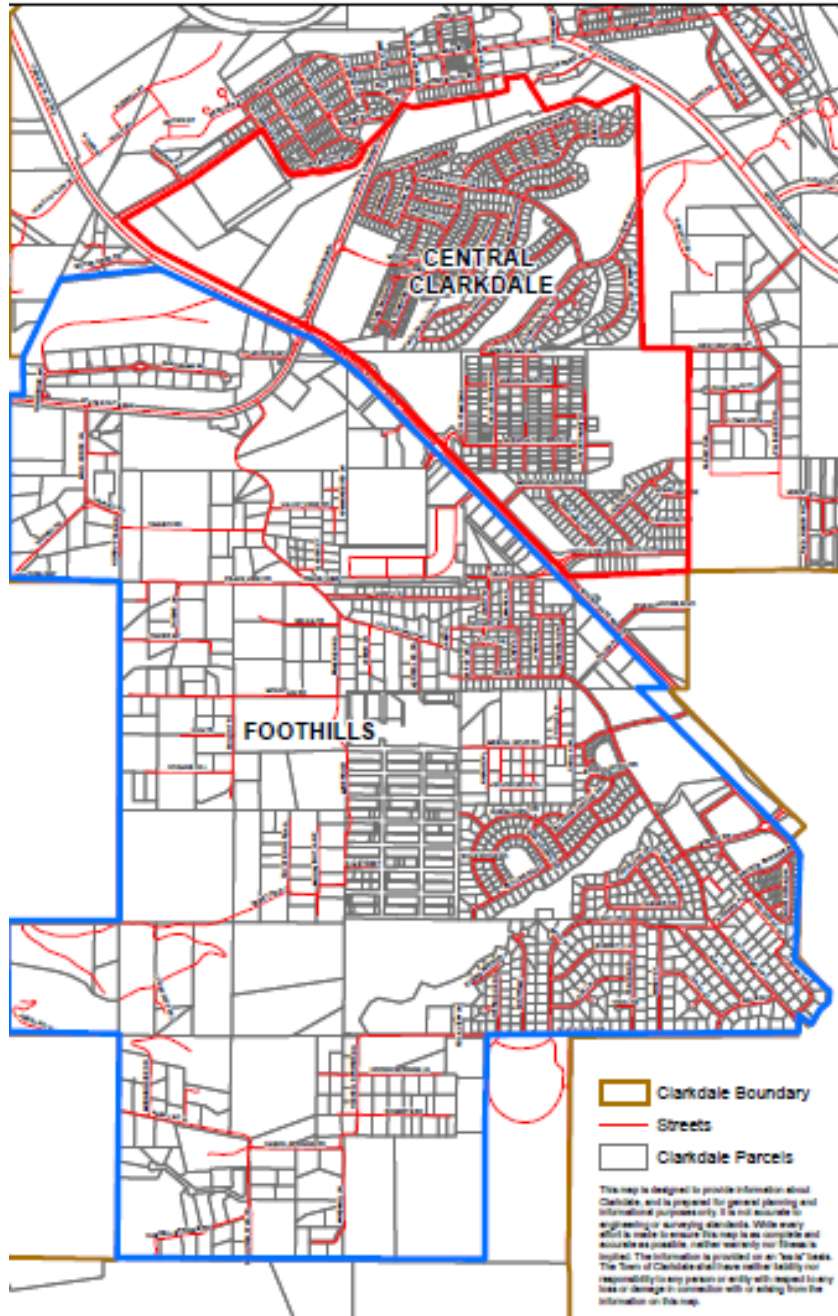
Commencing at the intersection of North Main Street and Broadway and extending to the common boundary with Cottonwood near Old Clarkdale Highway, this area encompasses the historic State Route 89A pathway that connects Historic Clarkdale with Old Town Cottonwood. It provides access to two of the region's main tourism draws: The Verde Valley Train and Tuzigoot National Monument. Largely undeveloped, the Broadway Corridor provides ample opportunity for additional housing and tourism-oriented growth. Design in this area should be cognizant of the Scenic Road Designation requirements, and encourage a distinct, thoughtfully conceived entryway to Tuzigoot and the Train.



### 1.1.4 Foothills:

This area is comprised of the subdivisions and residentially developed areas of Clarkdale found south and west of State Route 89A, as well as scattered commercial nodes intended to serve the immediate areas. Single-family residential subdivisions predominate this area and are interconnected by Old Jerome Highway and local collectors such as Skyline Boulevard, Sky Drive, and Black Hills Drive. Large lot

single family homes populate the area west of Minerich Road. As development in this area spans the history of Clarkdale, design of these neighborhoods should focus on walkability, connectivity to trails, and structures that reflect a more contemporary interpretation of the town's historic design elements.



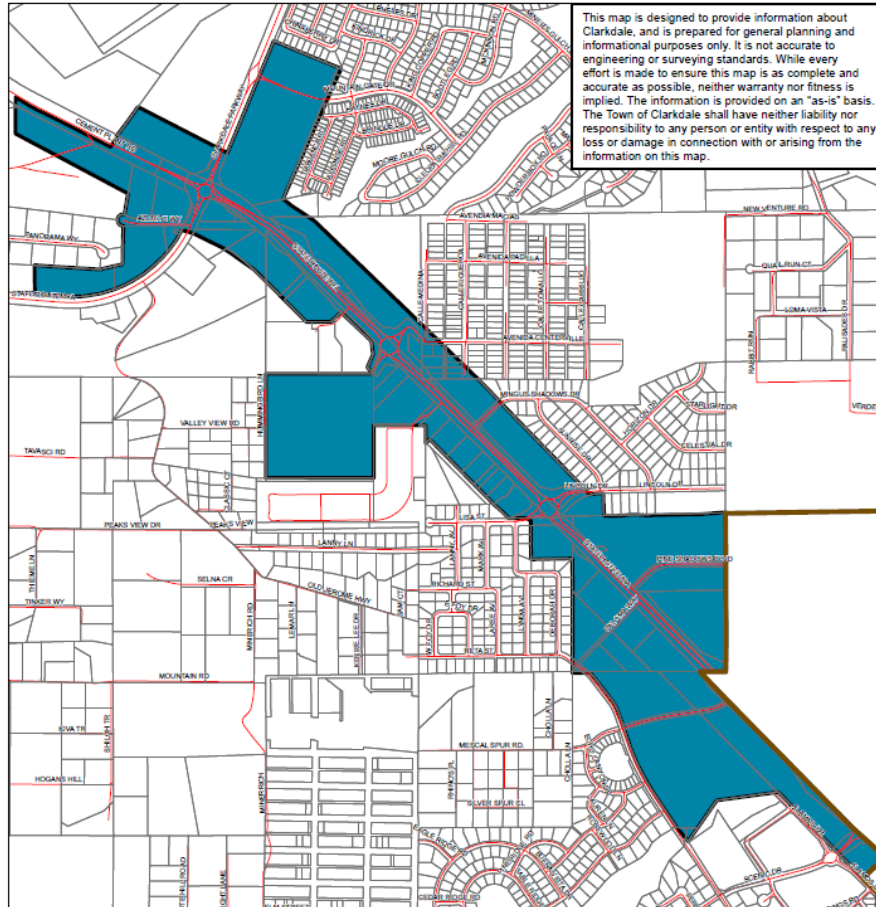
#### 1.1.5 Central Clarkdale:

This area is comprised of the neighborhoods and undeveloped land south of Historic Clarkdale and east of SR 89A, extending south to the town's boundary with Cottonwood. It includes the Mountain Gate, Centerville, and Mingus Shadows subdivisions, which are largely single-family residential developments. Deception Gulch separates the bulk of Mountain Gate from Mingus Shadows and Centerville; smaller draws, washes, and drainage swales further separate residential developments from each other. As with the Foothills area, development of Central Clarkdale has spanned the history of Clarkdale; neighborhood configuration and design elements should reflect the same.



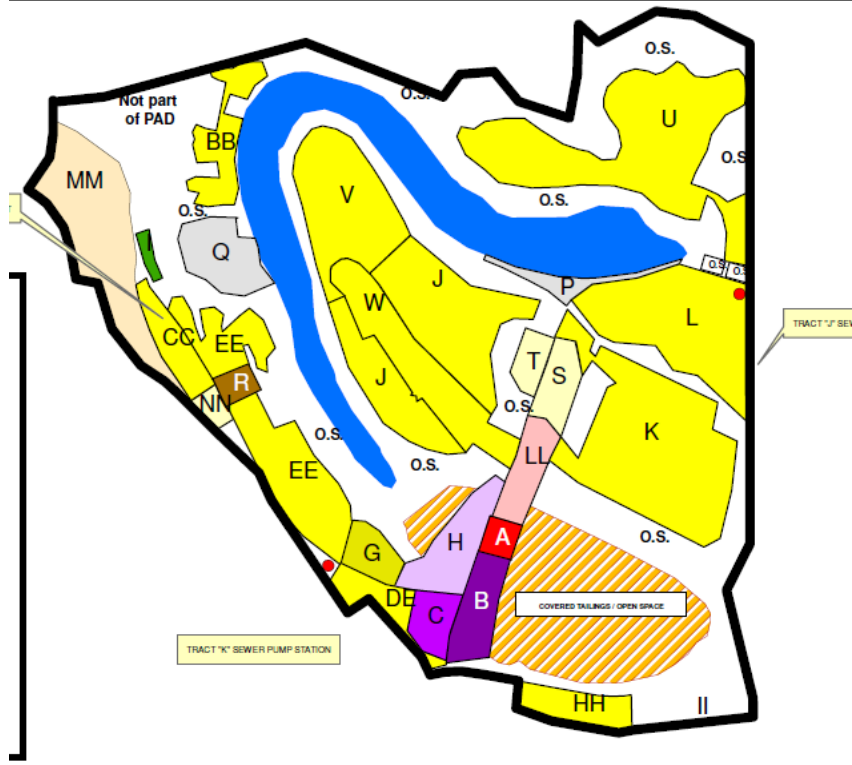
### 1.1.6 State Route 89A Commercial Corridor:

As its name indicates, this area encompasses the lands proximal to this major transportation corridor that bifurcates Clarkdale from the northwest to southeast, and provides the “spine” to the transportation and



circulation network for the Town. Washes, draws, and drainage swales that cut through the area on both sides of the local arterial and serve as natural separations between potential commercial and mixed-use developments. Largely vacant at this time, this area has been the subject of the Design Principals and Guidelines for the Town of Clarkdale's Downtown District and State Route 89A Corridor, which provides a detailed analysis of the area, along with specific recommendations for design guidelines and development standards.

1.1.7 Peck's Lake: Originally developed by United Verde Mine Company to provide water to the smelter and as a recreational area by the for the residents of Clarkdale, Peck's Lake and surrounds comprise the development commonly known as Verde Valley Ranch. Owned by Freeport-McMoRan, it encompasses approximately 975 acres and is slated for mixed-use development, including a golf course, retail and commercial uses, and a variety of housing options. Design in this area should reflect a contemporary interpretation of historic structures and forms.



## 1.2 Focus Area Plans and Specific Area Plans

Since the adoption of the 2012 General Plan, the Town has adopted four (4) Focus Area Plans for the following areas:

- Broadway
- State Route 89A
- Historic Downtown
- Bitter Creek Industrial Park

These plans set forth varying degrees of guidance with respect to development standards, uses, and design guidelines. While helpful, the differing degrees to which the standards have been formulated makes consistent application difficult. Further, the application of the guidelines to real world situations has identified the need for further refinement and clarification of these plans.

Arizona Revised Statutes provides for the planning agency to prepare Specific Area Plans that enable the systematic implementation of the General Plan. These plans provide additional details specific to a given area of the municipality so that those areas can be developed in a more defined nature than typically described in the General Plan. As they can be adopted as part of, or appended to the General Plan, they carry the same weight as the guidance provided by the General Plan.

### Historic Downtown and State Route 89A

In 2020, the Town partnered with the Sustainable Cities Network at Arizona State University to develop guidelines for the further development of State Route 89A and the Historic Downtown. Staff worked with a group of graduate students to create specific recommendations for the two (2) areas that would provide detailed design guidelines and strategies for development and revitalization of these important sectors of the community.

To ensure the sense of the community was captured, a Visioning Session was conducted by the students with community leaders and stakeholders on February 28, 2020 at the Clark Memorial Clubhouse. Invitees participated in a Visual Preference Survey and breakout discussion groups facilitated by the students; the data gathered was used as a basis for crafting recommendations.

The resulting report, Design Principals and Guidelines for the Town of Clarkdale's Downtown District and 89A Commercial Corridor provided specialized measures for the development and redevelopment of both areas. This report, as well as the principals, guidelines, and protocols set forth therein are adopted as Specific Area Plans for both the State Route 89A Corridor and the historic Downtown District, and appended to the General Plan and made a part of it.

As a result of the renewed focus on adaptive reuse of the historic buildings downtown, an Historic Preservation Commission (HPC) was established in August of 2020. This Commission will serve as an additional review and approval body with respect to buildings listed on both the Local and National Register of Historic Places.

### Broadway Corridor

Stretching 1.6 miles from Historic Downtown Clarkdale to Old Town Cottonwood, the Broadway Corridor encompasses the former route for State Route 89a. This corridor provides access to the Verde Valley Railroad, Tuzigoot National Monument, two (2) river access points, and the Sycamore Canyon National Wilderness Area. As the gateway to these significant natural recreation areas, design guidelines need to be sensitive to the natural environment that surrounds the corridor. Designated a Scenic Road by the Arizona Department of Transportation, specific design guidelines and development standards are required to maintain the designation.

In September of 2018, Town Council approved the Broadway Corridor Focus Area Plan, which provided a broad framework for development of design guidelines and development standards for the area. In short, the Plan proposed the following actions:

- 1) Develop guidelines for future development that controls traffic access, preserves view sheds and natural areas and establishes architectural recommendations for the corridor. Guidelines need to consider the impact of any new development on existing and future residents along the corridor.
2. Develop a(n) inter-connected trails plan for the east side of the corridor.
3. Pursue an historic/scenic highway designation to leverage tourism along the corridor.
4. Identify funding possibilities for one northbound and one southbound scenic rest



stop.

5. Identify funding sources for sidewalks and bike lanes. Include these improvements in the Capital Improvement Plan.
6. Explore additional alternatives for business signage.
7. Support development of diverse housing stock along the corridor.

Of these, the scenic highway designation has been awarded, and the bike/pedestrian improvements are underway, and alternatives for commercial signage in the corridor have been identified. Work has also begun on an interconnected trails plan for the Town, which includes the east side of the Broadway Corridor.

In conjunction with the Scenic Road designation, the Town is obligated to develop design guidelines and development standards that preserve existing views and preserve native vegetation. Viewshed preservation guidelines should focus on:

- 1) Vividness
- 2) Intactness
- 3) Unity
- 4) Vegetation protection

The northeast side of Broadway overlooking the Verde River provides spectacular views of the distant red rock cliffs, as well as the verdant river corridor. Preservation of this viewshed should be maintained through building height limits and setbacks that minimize visual impacts, along with color palettes, materials, and finishes that blend more readily into the natural environment. Adherence to native plants for landscaping purposes will achieve the requirement to protect natural vegetation and replace any that is damaged or destroyed in the development process. Density bonuses and decreased lot sizes can be substituted for reduced building heights.

The southwest side of the corridor is no less important. Its varied terrain, vegetation, and distant views require a similar degree of preservation. As with the northeast side of Broadway, preservation of the viewshed and existing vegetation is critical. Adopting consistent guidelines for the entirety of the corridor will facilitate consistent interpretation and application throughout.

#### Bitter Creek Industrial Park Focus Area Plan

Similar to the other Focus Area Plans, the Bitter Creek Industrial Park Focus Area Plan provides a broad framework for redevelopment of the historic smelter area. Conceptual in nature, the FAP does not provide details with respect to design guidelines, or development standards outside of those provided in the Zoning Code. As an historic neighborhood whose contribution to the character of the community is foundational, guiding adaptive reuse of existing buildings and construction of new infill buildings is necessary to maintain the mining and smelting bent of the area.

Existing structures in the Industrial Park that can be preserved or reused should be rehabilitated in the same manner as other historic structures in town. New and infill development should be guided by the historic uses in the Park and the design elements inherent to them – large timbers that are reminiscent

of railroad ties, rusted and/or corrugated steel, use of iron, textured brick and block in colors that are found in remaining historic industrial buildings, and similar finishes that transmit an old, mining and railroad-based, industrial feel.

## 2. New Urbanism and Form Based Codes: Preserving Community Character Through Regulation of Design

In conjunction with the Smart Growth and Growing Smarter movements in Arizona in the late 1990's and early 2000's, New Urbanism concepts gained attention statewide. Form-based codes represent a physical manifestation of New Urbanism and the idea that focusing on the built environment and the forms that it takes is more effective in creating and maintaining a sense of place than the separation of incompatible uses proffered by Euclidian zoning. Typical historic downtowns provide a classic example of this; ground-level uses of structures were often retail and office uses that served the community and general public; upper floors were dedicated to users that required less interaction with the public as well as residential units.

### 2.1 Form Based Codes

When polled, “unique sense of place” and “historic feel” are the most frequently cited favorable characteristics by residents of Clarkdale, and preservation of those attributes is of utmost importance to them. However, existing zoning and land use regulations impose a mish-mash of guidelines and requirements that do not always provide for the most appropriate development – either in terms of use, physical form, or administration.

The implementation of form-based codes for infill development, especially in the historic areas of Clarkdale, would focus first on how the infill structure fits into the built environment. Requiring like materials, finishes, and design elements to those structures in downtown would help such projects blend into Clarkdale and help maintain its architectural integrity and design sense. Maintaining the same scale would also further the cohesion of the built environment rather than detract from it, and protect the sense of place for which Clarkdale is known.

The overarching principal of FBC's is fairly straightforward: regulating the form of structures is paramount in creating and maintaining a sense of place. Focusing regulations first on appearance then use creates conditions where the street-facing, external appearance fits into the visual context of the adjacent structures, thereby preserving the outward character of the neighborhood. This does not mean that use regulations are discarded; rather, form and appearance are considered first and uses internal to the structure are secondary.

Typical FBC's have the following elements:

1. **Regulating Plan:** This plan sets forth the overarching plan for development and redevelopment of a specific area, and is generally adopted by a governing board of a jurisdiction or approved by the same for a single development project.

2. **Building Form Standards:** These standards are specific to each regulating plan and dictate standards such as bulk, height, and configuration of the structure on the lot.
3. **Street Facing Design Standards:** These standards provide for greater specificity in design and design review, especially with respect to building facades, and help maintain the historic integrity of the built environment when considering infill development.
4. **Walkability:** Encouraging compact form repeats the historic presentation of structures and encourages people to walk rather than drive from storefront to storefront. People who walk tend to linger longer than those who drive from one place to the next.
5. **Parking:** Providing parking in close proximity to storefronts is critical in encouraging walkability. Reconfiguration of existing parking areas to maximize the number of spaces available and reliance on shared parking rather than “overparking” projects helps maintain the historic context of the built environment.

To achieve the dual goals of preservation of a sense of place and encouraging appropriate infill, use of FBC’s should be implemented in Historic Clarkdale: downtown, residential neighborhoods, and industrial park. Well developed Specific Area Plans can provide the detailed guidelines and requirements for infill and adaptive reuse projects to ensure sensitivity to the historic context and built environment of the Town, and can be narrowly tailored to fit the needs of each area, rather than a “one-size-fits-all” approach.

In the same vein, implementing FBC’s for new development can work best in conjunction with the Planned Area Development (PAD) concept. A precursor to FBC’s, PAD’s allow for flexibility in design and relief from strict application of the zoning code in exchange for innovative use of land and design features that would result in a better project for the community. For instance, providing density bonuses or reducing parking requirements for mixed use projects are typical incentives for such projects; integrating FBC’s with the PAD would address the visual impact and contextualization of such projects with the built environment and provide a basis for additional similar incentives.

With respect to residential uses, establishing FBC’s could facilitate development of alternative single-family residential development. For instance, dwelling units in a garden style development could help alleviate the lack of affordable housing while still providing a traditional neighborhood setting. Master planned residential developments would also benefit, as density exchanges could be made for mixed-uses in commercial nodes or attached single family units such as townhomes. The visual aesthetic would be maintained with the FBC’s, while the PAD would allow for additional flexibility in the physical configuration of the project as a whole. Generalized design elements such as architectural styles, finish materials, accent materials, and color palettes could be employed for residential subdivision developments that would provide consistency in appearance yet avoid cartoonish interpretations of styles and materials.

Knitting together the desire to preserve Clarkdale’s unique community character and design with the need for new and infill development is not impossible nor mutually exclusive. Time and again, residents have made it clear what it is they wish to preserve: open spaces, historic neighborhoods, and a sense of community. Through careful design and implementation of plans specific to the distinct neighborhoods and areas of town, growth and a sense of place can be achieved.

### 3. Goals, Objectives, and Policies

Goal 1: Develop and implement design guidelines, development standards, and form-based codes that further preserve the community's character by maintaining the historic feel of the town while accommodating variety in architectural elements and design.

Objective 1: Develop specific guidelines for the Broadway Corridor that preserve the viewshed of the corridor and are sensitive to the significant role the area serves with respect to tourism.

Action: Create design guidelines and development standards that meet the goals of the Scenic Roads designation.

Objective 2: Develop specific guidelines for the Bitter Creek Industrial Park that contribute to the historic nature of the area and reflect its mining, railroad, and industrial past.

Action: Create design guidelines that encourage the use of materials found in the industrial park, such as heavy timbers, textured and colored brick, glass, rusted metals, and iron.

Objective 3: Implement the standards and concepts set forth in the Design Principals and Guidelines for the Town of Clarkdale's Downtown District and 89A Commercial Corridor.

Action: Review standards with reviewing and recommending boards to discuss best practices in implementation.

Objective 4: Create Form Based Codes that support the preservation of historic districts and facilitate mixed use developments for infill and new construction projects.

Action: In conjunction with conversion of adopted Focus Area Plans into Specific Area Plans, include Form Based Codes to reinforce development standards and design guidelines.